UNITED
NATIONS

A

General Assembly

Distr.
GENERAL

A/AC.96/825/Part I/18
8 August 1994

Original: ENGLISH

EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

Forty-fifth session

UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

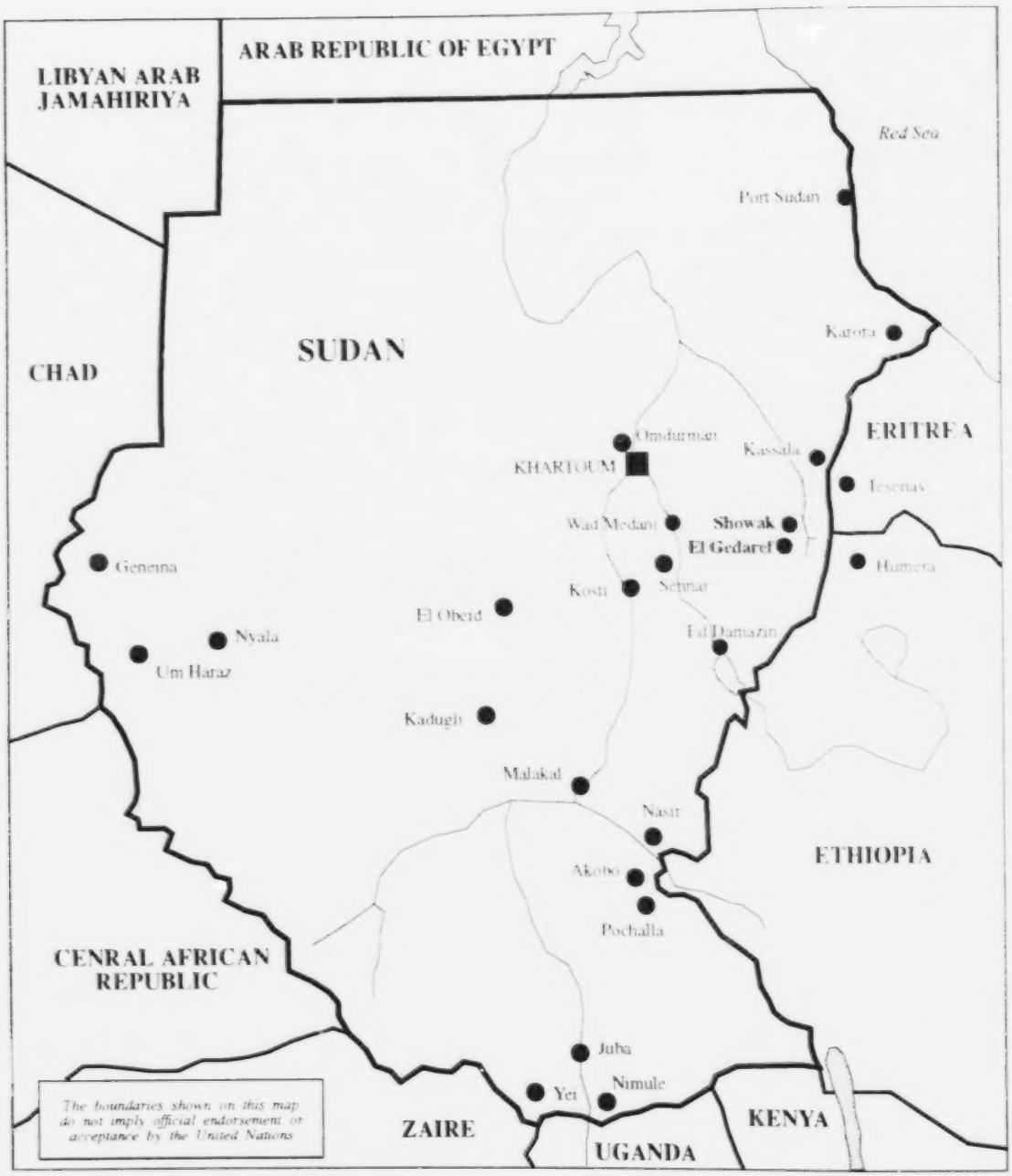
PART I. AFRICA

Section 18 - Sudan

(submitted by the High Commissioner)

GE.94- 03003

SUDAN


LIBYAN ARAB JAMAHIRIYA
ARAB REPUBLIC OF EGYPT
Red Sea
Port Sudan
Karora
SUDAN
CHAD
ERITREA
Omdurman
KHARTOUM
Kassala
Tesenay
Wad Medani
Showak
El Gedaref
Humera
Geneina
Kosti
Sennar
El Obeid
Nyala
Um Haraz
Ed Damazin
Kadugli
Malakal
Nasir
ETHIOPIA
Akobo
Pochalla
CENRAL AFRICAN REPUBLIC
Juba
Yei
Nimule
KENYA
ZAIRE
UGANDA
The boundaries shown on this map do not imply official endorsement or acceptance by the United Nations
0
300
Km.
Capital
Town or village
Refugee area

I.18 SUDAN

Country Overview

Characteristics of the refugee population

1. At 31 December 1993, some 745,200 refugees were reported to be in the Sudan, represented by the following nationalities: 424,500 Eritreans, 173,200 Ethiopians, 141,400 Chadians, 3,800 Ugandans, 2,000 Zairians and 300 Somalis. Of this population, 288,000 Eritreans and 59,000 Ethiopians were assisted by UNHCR in 20 rural settlements and three reception centres in eastern Sudan. The remaining Eritreans and Ethiopians (mostly of Tigrayan origin) are spontaneously settled along the eastern border as well as in urban centres, and are not assisted by UNHCR. Some 4,400 Chadians were assisted in one rural settlement in western Sudan. The majority of the Ugandan refugees live in southern Sudan but are also found, along with Zairean refugees, in urban areas. Both the Ugandans and Zairians have settled of their own accord and are not assisted.

2. Some 52 per cent of the refugee population consists of children under 15 years of age, while it is estimated that about 51 per cent are female. Any children without parents are absorbed into extended families within their ethnic group and few are considered to be unaccompanied minors.

Major developments (1993 and first quarter 1994)

3. Assistance to refugee settlements and reception centres in eastern Sudan continued in 1993 pending the anticipated large-scale repatriation of Eritreans and Ethiopians.

4. Following an inter-agency mission to Eritrea, which was composed of United Nations agencies (including UNHCR), non-governmental organizations (NGOs) and bilateral donor representatives, under the auspices of the Department of Humanitarian Affairs (DHA), a tentative figure of $ 255 million was agreed upon with the Eritrean Government to cover the reception, reintegration and rehabilitation of approximately 500,000 Eritreans, of whom some 88,000 were reported to have repatriated spontaneously. The remainder are expected to return to Eritrea with UNHCR assistance over a period of three years. UNHCR's participation in this programme would involve, inter alia, transport, reception and initial integration, leaving the more development-oriented activities in the fields of health, education, agriculture, shelter, water and roads to the other participants in the programme.

5. The initial response by the donor community to this programme (some $ 32 million) was considered by the Eritrean Government as insufficient to embark on a large-scale repatriation. Instead, the Government of Eritrea and DHA decided to start with a pilot project for the return and integration of some 4,500 families (15,000-20,000 people) in nine reception areas in Eritrea. Preparations to receive this group, including the construction of reception facilities, were begun by the Government of Eritrea in early 1994. At the same time, an agreement was signed, in April 1994, between the Government of Eritrea and UNHCR which established a legal

framework for the return of the refugees in safety and dignity. Discussions between UNHCR and the Government of the Sudan are taking place to establish the modalities for registering returnees to ensure the voluntariness of the repatriation. It is hoped that the first organized movement of returnees can take place before the beginning of the rainy season in July, and that the entire group of 4,500 families will have arrived in Eritrea before the end of 1994.

6. Following the signing of a Memorandum of Understanding between the Government of Sudan, the Transitional Government of Ethiopia and UNHCR on 2 February 1993, the first phase of the voluntary repatriation of Ethiopians commenced in June 1993 with the overland transportation of some 12,850 returnees from the Safawa reception centre in the Sudan to agreed transit centres in Humera and onwards to villages in Tigray and Gonder. In August 1993, another group of 670 Ethiopians returned by air to Gambella and Dimura in southern Ethiopia, bringing the total number of persons who repatriated to Ethiopia under UNHCR auspices during 1993 to 13,520. At the time of writing, the registration of another 10,000 returnees with destinations in the Ethiopian highlands was being undertaken, 8,000 of whom are expected to have arrived in Ethiopia by July 1994. The Ethiopian repatriation has experienced considerable delays mainly because of the lack of reception facilities in Ethiopia. The goal is to repatriate some 50,000 Ethiopians by the end of 1994.

7. The repatriation of Chadians from western Sudan was completed in February 1993 (3,000 in 1992 and 11,000 in 1993), leaving only 4,400 Chadians, who have been accommodated in a consolidated site at Asernei. It is expected that UNHCR's assistance programme to this group will be phased out by the end of 1994.

8. UNHCR's local currency programme costs increased greatly as a result of inflation, and were only partially offset by a more favourable exchange rate of the Sudanese pound to the US dollar. The Government has created two parallel rates, namely, one bank rate for commercial transactions and one for funds brought into the country by agencies for relief activities. In April 1994, these exchange rates were 400 and 215 pounds to the US dollar, respectively, making UNHCR's programme and that of its implementing partners prohibitively expensive. At present, discussions between the United Nations agencies and the Government are taking place with a view to obtaining a more favourable exchange rate for relief agencies.

Programme objectives and priorities

9. UNHCR's priorities in the Sudan for the coming years will be to concentrate on the repatriation of Eritreans and Ethiopians. As repatriation takes place, the care and maintenance programme in the Sudan will be phased down accordingly.

10. While the Ethiopia repatriation is expected to be completed by the end of 1995, the progress in the Eritrea repatriation will depend very much on the implementation of the reintegration/rehabilitation programme in Eritrea as part of the Programme for Refugee Reintegration and Rehabilitation of Resettlement Areas in Eritrea (PROFERI), which will in turn depend on the funding available for this programme. The Eritrean voluntary repatriation is not expected to be completed before the middle of 1997.

11. In light of the anticipated slow progress of some repatriations, in particular of Eritreans, UNHCR will continue in 1994 and 1995 to implement a

substantial care and maintenance programme. With the diminishing caseload, a number of reception centres will be closed and/or consolidated, which decreases the running costs of the programme. By 1995, it is hoped that there will be a 15 per cent reduction of the total refugee population in the Sudan.

12. UNHCR will continue its efforts to implement programmes in connection with Refugee Affected Areas (RAA), focusing on the upgrading of water facilities as well as the rehabilitation of the environment damaged by the presence of large numbers of refugees. The implementation of such programmes will also depend on the availability of sufficient fund[illegible].

Arrangements for implementation/related inputs

13. UNHCR's assistance to refugees in the Sudan is mainly implemented by the Office of the Commissioner for Refugees (COR), the Sudanese Government agency dealing with refugee affairs. NGOs are also implementing partners in the programme, in particular in health care, sanitation and supplementary feeding activities, and the majority receive at least partial funding from UNHCR under tripartite agreements (COR/NGO/UNHCR). Discussions continue with COR in an effort to review their staffing needs, currently funded by UNHCR. COR's management structures are also being reviewed, as is the water sector, which up to now has experienced several problems but which is now being monitored closely by both UNHCR and COR.

14. UNHCR maintains a Branch Office in Khartoum, Sub-Offices in Es-Showak and Port Sudan and a Field Office in Gedaref. Following the repatriation of Chadians in western Sudan, the Sub-Office in El Geneina was closed in 1992. UNHCR also monitors the situation of refugees remaining in southern Sudan through the COR office in the area. With the impending repatriation of Eritreans, UNHCR will increase its presence in eastern Sudan temporarily to conduct an information campaign, and register transport of returnees, as well as to monitor the operation as a whole.

15. Approximately 45,000 metric tons of food were provided by WFP in 1993. In addition, some 475 metric tons of dried skimmed milk were donated by the European Community for supplementary and therapeutic feeding for children and lactating mothers.

General Programmes

Care and Maintenance

(a) Variations in planned activities in 1993

16. Pending the voluntary repatriation of Eritrean and Ethiopian refugees, care and maintenance activities for the population in the three reception centres continued. The care and maintenance programme in the Sudan covers a wide range of activities, including the storage and distribution of basic food rations, maintenance and operation of vehicles, distribution of relief items, implementation of supplementary feeding programmes, as well as running health, water, education and sanitation programmes. Savings were made within the framework of the global agreement between UNHCR and WFP, under which the latter now assumes responsibility

for clearing, handling, storage and transport of all basic food to the extended delivery points.

(b) **1994 planned implementation**

17. UNHCR continues to implement a similar care and maintenance programme as in 1993, the magnitude of which is constantly reviewed against the continuing repatriation to Ethiopia and the expected start of the Eritrea repatriation. The initial budget of 1994 was based on an anticipated 25 per cent reduction in the refugee population. Because of a much slower than expected rate of repatriation, the 1994 budget had to be increased significantly, taking into account the longer period the refugees will have to remain in the reception centres, which has also necessitated some infrastructural improvements.

(c) **1995 programme proposals**

18. The care and maintenance programme will continue in 1995 based on an anticipated decrease in the caseload through the repatriation of some 100,000 persons. This decrease will allow for a consolidation of the population in fewer locations, which will entail lower running and personnel costs in the programme.

19. The sectoral breakdown of the initial and revised 1994 care and maintenance appropriations and the initial 1995 appropriation is as follows (in US dollars):

Sector	Initial 1994	Revised 1994	Initial 1995
Food	1,200	0	0
Transport	1,157,300	1,578,347	1,300,000
Domestic needs	82,400	32,558	0
Water	22,500	79,505	78,956
Sanitation	76,700	36,325	44,345
Health	361,200	807,773	805,820
Shelter	51,900	0	46,520
Education	22,500	30,358	37,629
Agency Op. support	30,300	25,214	27,030
Total	1,806,000	2,590,080	2,340,300

Local Settlement

(a) **Variations in planned activities in 1993**

20. UNHCR continued its local settlement programme for Eritrean and Ethiopian refugees in 20 rural settlements. This included, apart from basic life-sustaining activities, self-reliance projects in education/vocational training, agriculture and livestock raising. Poor rains in 1993 prevented the success of crop production and livestock activities, and full food rations had to be distributed in most of the settlements.

21. The forestry project implemented by a Finnish NGO, ENSO, which began in 1986 to re-establishing productive forest areas in the eastern region, continued successfully in 1993.

22. In early 1993, the repatriation of Chadians was completed and the remaining 4,400 persons were consolidated in one camp, leading to a significant reduction in costs, notably through the termination of the services of 57 COR support staff who had become redundant.

23. Community services, education and vocational training programmes were maintained for refugees residing in Khartoum, Port Sudan and other urban centres in 1993. These activities benefited Eritrean, Ethiopian and Ugandan refugees.

(b) 1994 planned implementation

24. Due to the delayed repatriation, UNHCR had to readjust the initial budget for Ethiopians and Eritreans to include additional infrastructural works in the water, education and health sectors. Ongoing assistance in the rural settlements is otherwise similar to that provided in 1993. The reafforestation project, which will be haded over by the present implementing agency, ENSO, to the National Forestry Corporation by the end of 1994.

25. It is expected that it will be possible to phase out UNHCR's assistance programme for the remaining Chadians by the end of 1994.

26. Pending repatriation, UNHCR is continuing its community services, and education and vocational training programmes for refugee women, in particular the literacy classes, where 85 per cent of the beneficiaries are women.

(c) 1995 programme proposals

27. UNHCR's local settlement assistance programme will continue in 1995, but will be adjusted following the repatriation to Eritrea and Ethiopia. However, the reduction in the total costs will be limited because of the need to pay severance benefits to long-serving staff. With the introduction of grades 7 and 8 in the Sudanese primary school system, refugee schools in the settlements will need additional classrooms, which will also entail additional costs for 1995.

28. The sectoral breakdown of the initial and revised 1994 local settlement appropriation and the initial 1995 appropriation is as follows (in US dollars):

Sector	Initial 1994	Revised 1994	Initial 1995
Food	0		
Transport	892,900	451,500	342,880
Domestic needs	25,300	28,500	49,200
Water	321,200	656,200	279,789
Sanitation	274,800	237,100	308,460
Health	1,016,300	1,022,100	993,347
Shelter	55,600	79,100	39,448
Community services	58,700	289,800	58,651
Education	815,500	727,300	964,470
Crop production	7,800	8,900	930
Livestock	22,900	22,000	28,953
Forestry	178,000	213,000	146,214
Income generation	63,100	3,100	0
Legal assistance	29,100	43,200	46,000
Agency op. support	660,700	817,600	1,089,958
Project personnel	1,006,100	0	0
Total	5,428,000	4,599,400	4,348,300

Voluntary Repatriation

(a) **Variations in planned activities in 1993**

29. Some 11,000 Chadians repatriated in early 1993, leaving some 4,400 in the Geneina area. This repatriation operation was funded under the 1992 General Allocation for Voluntary Repatriation.

30. Eighty-four individual urban refugees also repatriated with UNHCR assistance to Uganda.

(b) **1994 planned implementation**

31. UNHCR expects to repatriate 500 individual refugees, mainly from urban areas, to Uganda and other countries in 1994.

(c) **1995 programme proposals**

32. It is estimated that an additional 500 individual refugees will require assistance to return to their countries of origin.

Resettlement

(a) **Variations in planned activities in 1993**

33. In 1993, 335 refugees were assisted to resettle in third countries, a much lower number than in previous years. With repatriation now a real possibility for Eritreans and Ethiopians, resettlement countries are decreasing their resettlement quotas for these groups.

(b) **1994 planned implementation**

34. In 1994, 250 refugees are expected to be resettled.

(c) **1995 programme proposals**

35. In 1995, the resettlement of refugees will continue to decrease as the possibilities for repatriation increase.

Special Programmes

Education Account

36. In the 1993/1994 academic year, a total of 149 students benefited from scholarships under the Education Account. Between July and December 1993, 33 students graduated. The beneficiaries are mainly Ethiopian and Eritrean, of whom 32 per cent are women. They are enrolled in various tertiary educational institutions. As no funds are available, no new scholarships have been awarded for the 1993/1994 academic year. By June 1994, 25 students will be graduating. On the assumption that no new scholarships will be awarded, funds will be required to support 91 students already enrolled for the 1994/1995 academic year and 85 students for the 1995/1996 academic year. The cost of supporting one university student in the 1993/1994 academic year increased almost fivefold in local currency terms, compared to the 1991/1992 academic year. Increases in the cost of living, tuition and registration fees are the main contributing factors. In US dollar terms, the cost per student per year has risen from $ 256 to around $ 750 and it is expected to further increase to around $ 2,000 in 1995/1996. Given the enlarged costs, there will be fewer scholarships available in the future. However, the possibility of awarding partial scholarships will be examined in order of assist deserving refugee students.

Horn of Africa

(a) **Variations in planned activities in 1993**

37. In February 1993, a Memorandum of Understanding was signed between the Governments of Ethiopia and the Sudan, and UNHCR regarding the voluntary repatriation of up to 100,000 Ethiopian refugees in the Sudan. The actual operation began in June 1993. Some 12,850 persons were transported overland to their villages of reintegration, mainly in Tigray, with smaller numbers in Gonder, Wollo and Wallega. Another 670 Ethiopians were airlifted back to Gambella and Dimma in southern Ethiopia. By the end of 1993, some 13,520 had repatriated to Ethiopia.

(b) **1994 planned implementation**

38. While the resumption of the repatriation was delayed because of the lack of reception facilities in Ethiopia, the second phase started in March/April 1994 with 3,196 persons returning by road, to be followed in May and June 1994 by another 10,000 persons. The movement will again be suspended until after the rainy season in September, when another 38,000 Ethiopians are expected to return before the end of the year.

39. A Memorandum of Understanding was signed in April 1994 between UNHCR and the Government of Eritrea on the implementation of the integration and reception of Eritrean returnees from the Sudan. A bilateral agreement between UNHCR and the Sudanese Government is being discussed. It is expected that some 20,000 Eritreans will have returned by the end of 1994 within the context of PROFERI, which foresees the return of this group to nine selected sites in Eritrea.

(c) 1995 programme proposals

40. While the continuation of the repatriation of Ethiopians in 1995 will depend on the availability of candidates, the implementation of the Eritrean repatriation will depend on the progress of the PROFERI programmes in establishing the relevant socio-economic structures which could allow the integration and rehabilitation of the returnees in Eritrean society. The project as a whole is estimated to cost $ 262 million over a period of three years.

DAFI

41. Thirty-two students were supported in 1993 under the German Albert Einstein Academic Refugee Initiative (DAFI). They will continue to receive this support in 1994. Eight new scholarships have been awarded to girls in 1994. The beneficiaries are mainly Eritrean and Somali students, and 35 per cent of the beneficiaries are girls. The DAFI programme is administered by the Branch Office in Khartoum in consultation with COR. In order to further facilitate the admission of refugee students into Sudanese universities, the implementation of the DAFI programme will be handed over to COR in 1995. The DAFI programme will give priority to assisting qualified girls.

Other Funds

42. The water supply systems of the Shagarab Reception Centre and Gedaref town are being overhauled using funds remaining under a RAA project financed by the German Government (some $ 1.7 million). This work is undertaken by the German technical assistance agency, Bundesanstalt für Technisches Hilfswerk (THW).

43. The Government of Germany has provided funds over a two-year period (1994-1995) towards reafforestation projects in the eastern and western regions, which are implemented by the Gesellschaft für Technische Zusammenarbeit (GTZ) and the Sudanese National Forestry Corporation. An additional $ 139,149, which represents the interest earned on the contribution against the RAA project, will also be used to fund this project.

44. The German Government has agreed that an unspent balance from a previous year's project for water installation in Hawarta/Mafaza be used to purchase water related equipment in 1994.

45. The European Union (EU) has contributed funds for the purchase of canvas to rehabilitate storage facilities in the settlements in 1994. For 1994, the EU has also donated 26 metric tons of dried skimmed milk for supplementary and therapeutic feeding for children and lactating mothers.

Programme Delivery and Administrative Support Costs

(a) Variations in planned activities in 1993

46. Expenditure in 1993 remained within budget estimates for all components of the administrative budget, except for expenditure relating to salaries and common staff costs. The higher than expected expenditure was primarily due to increases in the cost of living and the fact that the Sudan is classified as a hardship duty station requiring frequent staff rotation, home leave travel and hardship allowances. In addition, with the signing of the Memorandum of Understanding in connection with the repatriation of Ethiopians, local temporary assistance was required to assist the coordination of repatriation activities as well as to support and train the implementing partner and the Sudanese authorities in monitoring the water sector.

(b) 1994 planned implementation

47. Three technical/repatriation posts may be required in the second half of 1994 to support the ongoing Ethiopian and Eritrean repatriation programmes. Furthermore, an additional Programme Officer post may be required in Es Showak to allow for the appropriate monitoring of the care and maintenance programme in eastern Sudan.

48. The revised administrative budget for 1994 is higher than the initial budget primarily because of an increase in salaries and common staff costs, as a result of revisions in the salary scales and the index factor for the calculation of common staff costs, as well as increased non-staff costs needed to support and deliver a large-scale UNHCR operation in the country.

49. A decision has also been taken to purchase the UNHCR premises in Khartoum. This has resulted in an increase of approximately $ 600,000 in the revised budget. The original lease contract, termed as an extended land lease agreement, had provided for an option to sell the rented premises to UNHCR after an initial five year lease period, which terminated on 1 May 1994. The decision to purchase the premises was taken in light of a thorough analysis by the Branch Office as to the viability of such a purchase and the expected duration of UNHCR's presence.

50. The Es Showak Sub-Office had to be improved to cope with the increased repatriation movements through the purchase of equipment and non-expendable property.

(c) 1995 programme proposals

51. Total administrative expenditures, including the salary and related common staff costs of 28 international and 79 local staff members currently employed in the Sudan, are expected to be lower than for 1994 as the purchase of UNHCR premises is likely to occur in 1994.

UNHCR EXPENDITURE IN THE SUDAN

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
1,650.3	1,806.0	2,590.1	CARE AND MAINTENANCE	2,340.3
30.0	157.4	78.1	VOLUNTARY REPATRIATION	70.4
6,185.5 a/	5,428.0	4,599.4	LOCAL SETTLEMENT	4,348.3
102.7 b/	59.4	27.6	RESETTLEMENT	15.2
–	–	2,991.6	PROGRAMME DELIVERY See Annexes I a and II a	2,769.2
7,968.5	**7,450.8**	**10,286.8**	**SUB-TOTAL OPERATIONS**	**9,543.4**
1,987.7	1,492.6	775.2	ADMINISTRATIVE SUPPORT See Annexes I b and II b	618.1
9,956.2	**8,943.4**	**11,062.0**	**TOTAL (1)**	**10,161.5**
SPECIAL PROGRAMMES (2)				
91.4	168.7	168.8	EDUCATION ACCOUNT 159 university scholarships	168.8
3,193.8	461.6	–	HORN OF AFRICA	–
–	–	656.9	PROGRAMME DELIVERY See Annexes I a and II a	290.3
–	–	108.3	ADMINISTRATIVE SUPPORT	85.5
2,708.0	–	382.5	OTHER TRUST FUNDS Various assistance	–
231.6	144.8	188.1	ADMINISTRATIVE SUPPORT Junior Professional Officer	188.1
6,224.8	**775.1**	**1,504.6**	**TOTAL (2)**	**732.7**
16,181.0	**9,718.5**	**12,566.6**	**GRAND TOTAL (1+2)**	**10,894.2**

a/ of which US$ 8,386 incurred against Overall Allocation
b/ of which US$ 7,923 incurred against Overall Allocation